

Information Item

Educational Policy and Programs Committee

Status Report on the Joint Committee to Develop a Master Plan for Kindergarten through University

This agenda item provides a status report on the progress of the Joint Committee to Develop a Master Plan for Kindergarten through University.

The Joint Committee has been charged with developing a new education master plan for California's next generation of students that will build on California's existing Master Plan for Higher Education, expanding that framework to include K-12 education and the many connections between K-12 and postsecondary education. The committee works through advisory working groups, which examine key education issues and forward policy recommendations for the committee's consideration.

It is expected that through those collective deliberations, the Joint Committee will adopt specific recommendations. The working groups are slated to complete their reports in January 2002 and submit their final reports the following month.

Presenter: Martin Miller.



Status Report on the Joint Committee to Develop a Master Plan for Kindergarten through University

THIS IS AN UPDATE on the progress of the Joint Committee to Develop a Master Plan for Kindergarten through University. The Joint Committee has been charged with developing a new education master plan for California's next generation of students that will build on existing Master Plan for Higher Education, expanding that framework to include K-12 education and the many connections between K-12 and postsecondary education.

The committee works through advisory working groups, which examine key education issues and forward policy recommendations for the committee's consideration. It is expected that, through those collective deliberations, the Joint Committee will adopt specific recommendations. The working groups are slated to complete their reports in January 2002 and submit their final reports to the Joint Committee the following month.

On October 11, 2001, Executive Director Fox wrote a letter to Senator Dede Alpert, the committee chair, expressing interest and concern about some of the discussion held in the governance working group related to the Commission's ability to plan, coordinate, and make recommendations affecting California postsecondary education (a copy is attached).

Three Commissioners are members of a committee working group: Evonne Schulze, the governance group; Guillermo Rodriguez, Jr., the student learning group, and Lance Izumi, the professional development group. A former Commission staff member, Bill Storey, serves as a member of the finance and facilities group. Staff will continue to monitor the efforts of the Joint Committee's working groups as they move toward completion of their respective reports and submit recommendations to the full committee.

Below is a summary of the charges, issues addressed, and recommendations to date of the working groups addressing postsecondary education issues. The summary is taken from the October reports of each of the working-group chairs, and is not a document created by the Commission. A common theme among those groups is the issue of data collection and data use. Specifically, the working groups encourage the development of

a comprehensive data base that links K through University data on students, teachers and programs.

**Postsecondary
education finance
and facilities
working group**

State Policy Goals for Postsecondary Education

- Access - especially to lower division or post-high school instruction.
- Quality - especially as defined by the higher education community and in terms of national prestige.
- Choice – students should have a wide variety of campuses and programs to choose from, including independent/private institutions.
- Affordability - no one, especially undergraduates, should be deterred from attendance because of financial concerns, and state aid should be need-based.

Major Challenges for State Finance of Postsecondary Education

- A strong increase in student demand (700,000 more students, or 30% by 2010) a pace beyond California population increase and resource growth.
- Large and growing capital needs (maintain old campuses, add facilities to new ones, and extend opportunity beyond existing campuses).
- Instability of state finance. E.g. the “boom” and “bust” for higher education institutions and their students.
- Lack of comprehensive and balanced approach to State finance. e.g. very divergent approaches among the public segments, little sense of shared responsibility, state approach predicated on good economic times.

Adequacy of Finance

- How does California currently determine whether the amount of public finance for higher education is adequate, for both operations and capital outlay?
- How should the State determine the amount of money needed to achieve its goals in higher education, including capital outlay?
- How does the increased use of technology change this calculation?

Sources and Uses of Funds

- How should California establish and adjust student fees for each of its public sectors?
- How should State resources, including student fees, property tax revenues, etc affect state appropriations?

Genesis and Delivery of State Funds

- On what basis should California appropriate public funds?
- What should be the drivers of finance?
- What are the incentives inherent in the way the State determines appropriations and are these the right ones?
- What is the appropriate level of detail and complexity in appropriations control by the State?

Accountability

- In the finance process, what kinds of information should California require to determine if public resources are being used effectively?
- How can the finance process encourage student learning and improved education outcomes?

*Finance and
facilities working
group:
Facilities sub-group*

Facility Sub-Group Charge

- Adequacy - determine an adequate level of resources needed to provide all students with a high quality of education that provides equitable opportunities to achieve high standards.
- Equity - Assure resources are equitably distributed among educational agencies, so that students with similar needs are provided with sufficient levels of resources to meet those needs.
- Facilities - Establish high statewide standards for facilities to ensure that they are safe clean, modern and conducive to learning.

Issues Addressed to Date

Guarantee Adequate Financing

Goal: To provide adequate and equitably allocated resources to assure access to high quality education for every student.

Guaranteeing Quality Schools

Goal: Through common standards and accountability systems for schools throughout California, assure that students, teachers and administrators have appropriate learning and working environments to provide a high quality education.

- Establishing appropriate roles and responsibilities.
- Establishing statewide standards for environmental review for schools.
- Ensure that facilities funding is adequate, stable, and reliable.
- Ensure that facilities funding is available when needed.

- Ensure that facilities funding addresses existing unfounded needs.
- Ensure that facilities funding addresses future needs.

Options and Preliminary Recommendations

- Revise or eliminate local contribution/effort requirements.
- Provide State aid to assure yields neutrality.
- Allocation priorities-low performing /overcrowded.
- Allow for Local Revenues to supplement base allocation.
- Through common standards and accountability systems, assure that student' teachers and administrators have appropriate learning and working environments.
- Establish concise, clear and workable standards.
- Require local multi-year facilities plans to measure against standards
- Provide a system of self-assessment.
- Sunshine assessment results.
- Intermediate agencies monitor and verify planning and process.
- Establish statewide school facilities inventory.
- Authorize local public health agencies to inspect schools.
- Establish incentives for meeting facilities standards.
- Assure that standards are met and maintained in each school through appropriate monitoring, assistance and intervention.
- Intermediate agencies to provide technical assistance and early warning of facilities failure to meet standards.

Governance working group

Governance Working Group Charge

- Determine desired outcomes of California's public education system.
- Recommend structural governance forms that offer the greatest promise to yield the desired outcomes.
- Assign roles and responsibilities within the structures.

Governance Desired Outcomes

- Provide accountability to students and parents by state, intermediate, and local agencies for meeting of respective obligations to provide equalized education.
- Clearly define State, intermediate, and local agency roles in a way that can be readily understood by all interested members of the public.

- Ensure that more students graduate from high school and college, that those students better reflect the diversity of California, and that those students are able to transition from high school or college with practical skills as well as academic knowledge, including the skill to be life long-learners.
- Better coordinate governance within all sectors of education and throughout pre-K to University.
- Collect pre-K through University data thoroughly and consistently in a centralized system.
- Improve governance of Community Colleges.

Governance Guiding Principles

- State level governance that ensures higher and more consistent level of funding with less regulation.
- State level governance that provides for long term planning and standards.
- More control, consistent with current case law, of delivery of funding and education.

Student-learning working group

Charges to the Student Learning Working Group

- Ensure that supplemental instructional services and resources, including so-called remediation lead to genuine opportunities and success.
- Re-examine the eligibility criteria and admissions practices to four-year colleges and universities, and facilitate transfers from community college to four-year institutions.
- Establish an accountability system that applies to participants at all levels of the public K-16 system.

What the State Must Do:

Define and Specify High Quality

- Establish on-going processes for specifying and reviewing the definition of high quality opportunities and outcomes.
- Setting standards is not sufficient to guarantee that all California students achieve high quality outcomes. Additionally, the State must specify the resources, conditions, and support students must be provided.
- Every school program must ensure that all students have fully prepared teachers, rigorous curricula, appropriate assessments and a rich set of learning experiences that lead to college eligibility, preparation for meaningful work, and participation in a diverse, democratic society.

Guarantee High-Quality Results By 4th Grade

- Oral proficiency and literacy in at least one language.
- Mastery of basic numerical operations and fluency with basic arithmetic representations.

Guarantee High Quality Results By High School Graduation

- Oral proficiency, literacy, in at least two languages, including mastery of academic discourse in English.
- Mastery of algebraic thinking and problem solving and fluency with formal representation of mathematic knowledge.
- Acknowledge that “Ready for College” and “Ready for Work” are not mutually exclusive. A student who is adequately and appropriately prepared for either choice should be prepared for both.
- Make UC/CSU requirements the default curriculum for every high school student, and the agreed upon pre-requisite for college going in all three sectors.

Foster Intersegmental Collaboration

- Use intersegmental processes to identify the competencies needed for students’ successful transition from one level of the system to the next and the opportunities and alignments those competencies require.
- Expand faculty compensation and reward systems in the states K-12 schools, colleges, and universities to support faculty involvement in these intersegmental efforts.

Collect Comprehensive Data

- Establish an independent, integrated, longitudinal data collection and analysis system that enables the state and schools to assess students achievement over time and to identify and examine the factors that promote access, opportunity to learn, and success for all students at key transition points in the system.
- Develop a plan for using statewide data collection and analysis to determine the impact of programs and intervention designed to improve learning conditions and outcomes. Provisions should be included for training K-12 administrators, teachers, and parents to use data collection and analysis as an integral part of ensuring high quality schooling.

Implement Accountability

- Establish an accountability system that is driven by a comprehensive, understandable, and regularly reported set of indicators that permits informed judgments about the performance of entire educational system in providing the conditions and opportunities for high quality

learning and about students' successful transitions from one level of schooling to the next.

- Provide families with accountability reports that track each student's academic achievement, progress toward college and careers, and report the adequacy of the learning conditions at their schools.

Benchmarks

- By 2002, there will be no significant difference in the achievement and college participation among California's different economic, racial and ethnic groups.

Workforce preparation and business linkages strategic planning group

Working Group Charge

- To envision a comprehensive and coherent system of workforce preparation programs in K-University, which reconnects these programs to statewide academic standards; provides students a gateway to both employment and lifelong learning; and links to accountability measures required for workforce preparation programs in other agencies, as well as holding programs across the systems of education accountable for responding to demands of the labor market.

Working Group Organizing Principle

- To assume that the entire system of K-University programs should better prepare all students for the contemporary workforce through a richer blend of theory and applied learning throughout the full curriculum. In recognition that the marketplace and the skills to compete are every changing at an exponential rate, greater numbers of students are required to have stronger academic skills and increased workforce competencies in order to maximize their career and lifelong learning opportunities.

Working Group Precepts

Effective state programs should:

- Target jobs with relatively high earnings, strong employment growth, and opportunities for individual advancement.
- Contain an appropriate mix of academic, including basic or remedial education, occupational skills, and worked-based learning; ensure the content of both academic and vocation education is appropriate to the jobs; and ensure that teachers use best pedagogical practices.
- Provide appropriate support services.
- Provide students with pathways or ladders to further education opportunities.

- Collect appropriate information about results and use it to improve quality.

Preliminary Recommendations

Academic Integration

- Integrate academics throughout workforce preparation programs.
- Extend School to Career concept through K-University.
- Increase resources for career guidance and assistance to students.
- Embed contextualized teaching/learning throughout the systems.
- Expand professional development for counselors and teachers.

Alignment

- Establish regional bodies and or statewide body to facilitate collaboration among agencies and with the business community.

Accountability

- Expand the current workforce report card to K-12 University programs.
- Expand current student data collection system and link to higher education and EDD.
- Implement business information system.
- Focus some portion of postsecondary funding on program certificate/degree completion, time to completion and educational/labor market outcomes.

Next Steps

- Identify roles and responsibilities for the various education entities involved in workforce preparation.

Emerging modes of delivery, certification and planning working group

Working Group Charge

- Identify models for coordinating data collection, planning and evaluation efforts, and the manner in which technology might be used to support these efforts.
- Identify policies for improving the effectiveness and efficiency of adult education services and for linking them to the academic programs of colleges and universities.
- Suggest methods for certifying competencies acquired by individuals in non-traditional instructional settings and integrating this information into individual student learning plans.

- Identify non-traditional methods for providing instruction effectively, including charter schools, home schooling and community base organizations.
- Identify best approaches for integrating technology into the teaching and learning enterprise and for promoting new models of location-independent teaching, learning and assessment.

Issues Addressed to Date

Data Collection, Forecasting, and Planning Goals

- Develop a cohesive system that focuses on the learner and accountability.
- Identify data need to evaluate effectiveness of customer-focused system.
- Support effective long-term planning.
- Ensure sufficient facilities to educate instructors/learners.
- Prepare the State to respond to changing needs of business, the economy, technology, and public policy.
- Ensure the effective use of funding.

Examples of Potential Oversight and Data Collection Models

- The Fiscal Crisis and Management Assistance Team (FCMAT) serve as the fiscal agent and contract out specific data analysis and simulation functions.
- FCMAT Board of Directors augmented to form an advisory body representative of all education segments.
- CPEC/CSIS (California School Information Services) linked in an effort to collect K –University data.
- CPEC membership augmented in an effort to provide cross-segmental representation.
- NCES: Existing sampling augmented to collect additional information.
- Sampling could be conducted on a more frequent basis, or universal collection could occur instead of sampling.

Preliminary Recommendations

- Create a new organizational entity to provide leadership, oversight, and coordination functions. The new entity will work with stakeholders to identify needed data, and will be jointly accountable to the Legislature and the governor.

**Professional
personnel
development
working group**

Group Charge

- Every student will be taught by a fully qualified K-12 teacher or higher education faculty member.
- The State will ensure a sufficient future supply of K-12 teachers, higher education faculty and K-University administrators with the qualifications necessary to promote student learning and achievement.

The Reality

We do not attract and retain as many quality teachers as needed because:

- Heavy use of emergency permits.
- Some veteran teachers “treading water.”
- Diversity of teaching force is “stuck.”
- New professional roles for experienced and talented teachers are slow to emerge.
- Recruitment and retention problems for teachers and site administrators are most severe in low income, low performing, high ELL schools.

The Problem is Multifaceted

Basics of teaching environment are lacking because:

- Facilities.
- Instructional materials.
- Class size.

Professional tools necessary to succeed in the classroom are often not in place:

- Strong principals.
- Adequate support staff.
- Technology.
- Time for professional development.
- Compensation is inadequate and salary schedules are outdated.
- Credentialing and teacher preparation process often lacks credibility and is sometimes bewildering.
- Veteran teachers view much of professional development as missing the mark.
- Potential teachers of color are lost to other professions.

State Roles on K-12 Personnel

- Assign responsibility, accountability and authority.
- Set standards for professional practices.
- Provide resources for needs such as compensation, working conditions and professional development.
- Coordinate efforts of state agencies such as SPI/CDE, CTC, OSE, SBE, DOF, CSAC, and instructional of higher education.
- Advise districts by collecting, analyzing, and disseminating information on best practices.
- Inform policy makers by evaluating programs and gathering necessary data on teachers and administrators.
- Intervene when necessary, to eliminate/reduce inequity.

Special Roles of Colleges and Universities

- Recruitment
 - Initial preparation and induction for teachers and administrators
 - Advanced preparation for teachers and administrators.
 - Concentration on hard to staff and low performing schools.
 - Research on teaching and learning.
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Appendix A

State of California

GRAY DAVIS, Governor

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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October 11, 2001

The Honorable Dede Alpert
Chair, Joint Committee to Develop a Master Plan for Education
- Kindergarten through University
State Capitol, Room 5050
Sacramento, CA 95814

Dear Senator Alpert:

I am writing to express my strong interest in and concerns about the discussions of the Governance Working Group of the Joint Committee to Develop a Master Plan for Education. Specifically, one of the stated goals of the Joint Committee's Governance Workgroup is to increase the effectiveness of the California Postsecondary Education Commission (CPEC) and its ability to plan, coordinate, and make recommendations affecting California postsecondary education. I too share that goal. This year the Commission has focused on several key statewide issues such as the role of technology in teaching and learning, the changing role of higher education in teacher education, the use of standardized tests such as the SAT in college admissions, and the need for a general obligation bond for facilities.

As you may know, CPEC's statutory responsibilities enumerated in current State law are weak relative to those specified for higher education planning and coordinating bodies in other states. Further, the Commission has been hampered in its effectiveness by a continuing lack of sufficient resources. Our most recent workload analysis provided to the State Department of Finance revealed that the Commission would need a minimum of 64 full-time positions in order for it to effectively perform the functions specified in existing State law. CPEC now receives State funding to employ about two-thirds that number.

Given that I share the goal to achieve a more effective and proactive higher education planning and coordinating agency, I would like to work collaboratively with you and with other members of the Joint Committee in developing strategies to accomplish that objective. The California Citizens Commission on Higher Education offered some suggestions relating to CPEC and I would like to discuss their suggestions and other options with you as well.

I hope that by working collaboratively, we can ensure that CPEC, as California's postsecondary education planning and coordinating agency, has sufficient statutory authority and resources to effectively carry out its specified functions. I look forward to the opportunity to meet and discuss with you various options that will strengthen all of education, pre K-16, in California.

Sincerely,

A handwritten signature in dark ink, appearing to read "Warren H. Fox".

Warren H. Fox, Ph.D.
Executive Director

cc: Members, Joint Committee to Develop a Master Plan for Education
Members, California Postsecondary Education Commission

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